DOCUMENT RESUME

ED 066 542 UD 012 897

TITLE	[Notes on Busing and School Integration in White Plains, Pasadena, and Harrisburg.]
INSTITUTION	California Univ., Riverside. Western Regional School Desegregation Projects.
PUB DATE	71
NOTE	30p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	Academic Achievement; Achievement Gains; *Bus Transportation; Elementary School Students; *Integration Effects; *Integration Methods; Negro Students; Racial Integration; Residential Patterns; School Community Relationship; *School Integration; *Student Transportation
IDENTIFIERS	California; New York; Pennsylvania

ABSTRACT

This document includes five articles: (1) "Supt. Hornbeck blasts ten school busing myths, sells system to area realtors," by Tom Livingston and reprinted from the Pasadena "Star-News," Nov. 17, 1971. (2) "How can transportation be assigned so as to limit the burden of busing?", including an introduction by Kathleen Siggers and a reprint from a leading newspaper, telling of how integration affected the everyday lives of two families in one community when the local school district set about making desegregation as equitable as possible for all groups; (3) "White flight," an exchange of correspondence between Dr. Eleanor Blumenberg, Western Director of Education, Anti-Defamation League of B'nai B'rith, and Dr. Ralph Hornbeck, Superintendent of the Pasadena United School District; (4) "'A message of hope', 'The beginning of the new human understanding"', excerpts from the testimony of Dr. David Porter, Superintendent, Harrisburg Public School District to the Select Committee on Equal Educational Opportunity, chaired by Senator Walter Mondale; and, (5) "White Plains public schools report," which summarizes the nation's first six-year longitudinal study of elementary grade pupils' achievement and progress in reading and arithmetic--before and after school integration. (JM)

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[NOTES ON BUSING AND SCHOOL INTEGRATION IN WHITE PLAINS, PASADENA, AND HARRISBURG.]

SUPT. HORNBECK BLASTS TEN SCHOOL BUSING MYTHS

Sells System to Area Realtors

by Tom Livingston, Staff Writer
Pasadena Star-News, November 17, 1971

Telling a salesman how to sell is no easy trick, but Pasadena Superintendent of Schools Ralph W. Hornbeck did just that Tuesday, addressing the Pasadena Board of Realtors on the topic "Selling the Pasadena School System."

Hornbeck's basic pitch was that home buyers often ask about schools, and if realtors can't sell the school system, they probably can't sell the property.

The superintendent gave his Altadena Town and Country Club audience plenty of ammunition, and drove his message home with table-thumping intensity. His talk was followed by an enthusiastic standing ovation.

After exhorting the realtors to learn more about the schools, Hornbeck challenged ten busing "myths":

--"My child will not be able to go to school with neighborhood children." Not so, said Hornbeck. Youngsters spend half their elementary education at a neighborhood school, half with neighborhood children at another school.

--"My child is wasting half his time on buses." The facts are that the average Pasadena bus ride is 4-1/2 miles, or 20 minutes. The longest is 9 miles, or 30 minutes, Hornbeck said.

--"Buses aren't safe." Hornbeck responded that buses "are the safest form of transportation," and that there have been no serious injuries on Pasadena school buses.

--"I'm not sure my child is safe in 'that neighborhood over there.'" Children are not bused to the middle of a neighborhood, they are bused to a school, Hornbeck said, adding that virtually all neighborhoods are safe anyway.

--"Hasn't there been a sharp increase in beatings and extortions?" This year violent incidents at the schools are at a five-year low, Hornbeck said. Last year, the number was slightly up overall. "What we really have is a sharp increase in attention focused on us," he said.

--"What about after-school activities?" Students now have a double choice, he said. If they are attending school across town, they may participate at that school and ride a late bus home, or they may participate at their neighborhood school.

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--"Busing has driven taxes up." Hornbeck said the tax rate is down three cents this year, and that busing has actually resulted in a profit of sorts for the school district. He said the busing program costs $1 million. He said the state pays roughly three-fourths of that cost, and that the schools were spending $190,000 on busing before the integration program began. Over and above those factors, the district has netted $228,000 in federal desegregation money (ESAP) during the last two years, which more than offsets busing costs.

--"What about white flight?" The superintendent asserted that the level of white attrition (14 per cent last year, 11 per cent this year) is slackening. He said the economy, urbanization, birth control and other factors are more responsible for white flight than busing.

--"Hasn't busing hurt real estate sales?" Hornbeck cited a recent Star-News study which showed the answer to be no. He also pointed to Board of Realtors figures released at Tuesday's meeting which revealed dollar sales volume up from $27.7 million at this time last year to $38.2 million this year, and number of units sold up from 1,013 to 1,311.

The superintendent then turned on the hard sell, examining why he believes Pasadena offers a top notch education. Among the many factors he cited were 40 teachers applying for every job opening this year; small class size; 900 paid and volunteer aides supplementing a 1,500-teacher staff; reading and math profiles to measure each child's progress; 435 courses at the senior high schools including six foreign languages taught through the fourth year; dozens of new and innovative programs and fine programs for children with handicaps or special needs.

"Top that!" he exclaimed. "In Pasadena, you get more for your money, and it adds up to a very salable product." He invited the realtors "not to believe anything I've said just because I've said it," and go visit the schools themselves.

Program chairman Gus Mallman, after the ovation died down, told Hornbeck he is "a terrific salesman."

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HOW CAN TRANSPORTATION BE ASSIGNED SO AS TO LIMIT THE BURDEN OF BUSING?

Busing is neutral

Most school districts must bus to achieve quality equal educational opportunity for all children. The first question to be answered should be, "How can racial and ethnic balance be achieved so that the children involved will receive the greatest possible educational gain?" Busing is simply a means to this end. Most communities that have really tried, have improved both their schools and their communities after integration. Busing problems were solved as they occurred. The final results were good.

Educational Opportunity

Communities that have made non-busing rather than quality education a primary concern have usually ended up with a less workable desegregation plan and greater integration problems. Why? Because one of the most objectionable things about segregated schools is that the poorest schools exist where the poorest people live. If racial and ethnic balance is achieved by mixing children of low income families from one ethnic group with children of low income families of other ethnic groups, little or no educational gain can be cited.

In fact there is sometimes noticeable loss so far as racial attitudes, academic achievement and the development of sound intergroup relations are concerned. It has been repeatedly demonstrated that the only really beneficial desegregation plans are those that move children across socio-economic levels. This usually requires busing.

--Kathleen Siggers, Editor

Integration at Work

The Following is a Reprint from a Leading Newspaper Telling of How Integration Affected the Everyday Lives of Two Families in One Community When the Local School District Set About Making Desegregation as Equitable as Possible for all Groups.

Busing to integrate is a subject of great controversy in San Francisco and all over the country. To better understand how it affects both parents and chil-

dren, we talked to two families in Berkeley whose children have been bused for two years to integrated schools.

Integration is no big thing to the Adamson and McKinney children. Their parents, Gerald and Nancy Adamson and Gene and Donna McKinney, credit the smooth implementation of the integration program for their children's almost nonchalant acceptance of it.

The process of making integration work began before the first buses rolled in the fall of 1968. There were faculty and student exchanges between predominantly black and white schools, as well as interschool picnics and summer camp for the children.

Mrs. McKinney, an order processor for Enterprise Commercial, worked with the Longfellow Elementary School PTA (which was at that time predominantly black) to sponsor coffee hours for the parents whose children would be bused there that first fall. Gene McKinney, a driver and salesman for Cal-Sweep, remembered being impressed by the teachers' willingness to get together with parents and talk about integration. Meetings between parents and teachers went on at elementary schools throughout Berkeley.

Mrs. Adamson, a housewife whose husband is a laboratory technician said, "The parents were never made to feel that anything was being done without their knowing. We were encouraged to participate in the program. Even people who did not have children in school worked to make the integration project successful." They talked with parents in their neighborhood who were hesitant and encouraged them to give it a chance, according to Mrs. McKinney.

There were inevitable problems in the beginning just getting the children on and off the bus. Youngsters sometimes wandered around the neighborhood after school because they had missed the bus. Additional aides and late (4:30 p.m.) bus to pick up the children who have stayed at school have solved the problems.

Greater emphasis has been placed on extracurricular activities which allow the children to get to know each other after school hours. Troya and Rodney McKinney and Helen, Marilyn, Susan and David Adamson take advantage of the drama and handicraft courses. Longfellow also sponsors "integration in action" baseball games, which pit the parents against the teachers.

Several of the children mentioned the ethnic studies courses which they take. "I've learned that Africans speak Swahili and English and other languages, too," Troya McKinney, 8, said proudly. She also said her social studies teacher made a soul food dinner of "chitlins and black-eyed peas" for her class. He brought a few African friends with him who read stories and poems to the children about African culture.

The McKinneys and Adamsons tried to assess the effects of integration: "My children have met more blacks than they ever had an opportunity to before," said Mrs. Adamson. She's noticed how her kids' paintings show black children playing with white. "The teachers seem more on their toes because of special training they had to prepare them for integration. There's a better spirit in the school," she said.

To Mrs. McKinney, the major effect has been higher quality of education for all children, black and white. She feels that integration brought out several deficiencies in the educational programs. And, she believes, integrated schools gave children a chance to make up their own minds about people of other races. They do not have to rely on their parents who may have racist attitudes, she said. Mrs. McKinney wryly noted that the lights in the basement at Longfellow---which the PTA unsuccessfully tried to have repaired for years---went on the first day of integration. "I credit integration for that, too," she said.

Her PTA groups have discussed how everyone now knows each other when they shop in downtown Berkeley. Children from all over the city come together at one time or another under Berkeley's integration plan. Both families agree, however, that the social aspect of integration has been slow to develop. Children have difficulty forming close friendships because they either have to leave their friends' homes early to catch the last bus or make arrangements to be driven home, Gerald Adamson pointed out.

"We're feeling increasingly more comfortable among the blacks we meet through our children," said his wife. "But so far we have no close black friends." The McKinneys have been invited to wedding receptions and parties of white people they met through their children, but they have not formed close friendships with whites. Mrs. McKinney is not too concerned about this. "We don't feel compelled to be friends. That wasn't the point of the integration program."

The McKinneys and Adamsons are ambassadors of the Berkeley integration program to their friends and acquaintances from other cities. At state-wide PTA meetings, Mrs. McKinney assures parents that blacks and whites can work together. The Adamsons allay their friends' worries that their children will be stranded on a bus or that the quality of their education will suffer.

"My message to other school systems involved in planning for integration is 'don't give up too soon,'" Mrs. Adamson said.

Busing was an important part of the integration process and the problems it caused were solved as they occurred because the parents and the school wanted to help the children, not prove that busing would not work. The results were rewarding for everyone. Parents became involved in the lives of their children. The school and community moved much closer together. Racial barriers began to fade away as parents

from differing ethnic groups began to know and understand one another. A sense of pride and accomplishment took hold that affected even those people who did not have children in school.

There are still problems to be solved and some parents are still dissatisfied. But many people in this community believe that their schools have improved and that all children have benefited. They also believe that theirs is a better place to live than it was before desegregation.

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WHITE FLIGHT

A leading argument against school desegregation particularly where extensive busing is involved is what has come to be termed "white flight." This problem causes complications in the "school balancing" process. It also raises strong objections from the business community who fear an economic loss if the more affluent families, "those who can," move out.

"White flight" is used as an argument against school desegregation by those who oppose it and is seen as a deterrent by those who do not. The extent to which it occurs or its effect on the community has never been accurately assessed.

The assumption that the percentage of population loss during a period of school desegregation as a direct function of desegregation seems to go unquestioned. Even the amount of loss is not always reported correctly. This appears to be the case in the following exchange of correspondence between Dr. Eleanor Blumenberg, Western Director of Education, Anti-Defamation League of B'nai B'rith, and Dr. Ralph Hornbeck, Superintendent of the Pasadena Unified School District. Dr. Hornbeck, in response to Dr. Blumenberg's query, provides some interesting information about Pasadena's experience with "white flight."

Dr. Blumenberg refers in her letter to the article, "Bus Stop at Home," from *The New Republic*, November, 1971. The section quoted and discussed is reprinted from the article as follows:

> Whether or not infected in some degree with the virus of racism, opposition to busing is at any rate deepseated and widespread, finding outlets beyond the political. The short of it is that numerous whites who can, leave the public school system when confronted with busing. A general flight outwards from the city has long been in progress, of course, and factors other than busing account for part of it. Yet it is striking that the Pasadena school district lost 12.4 percent of its white pupils in the first year of busing, and another 11.5 percent in the second. Berkeley, California, which adopted a busing plan voluntarily a few years back, has maintained relative stability of its school population. But even if not universal, the adverse effect of busing on the white school population is frequent. The poorest and least mobile of the whites are forced into busing, their resentment rising steadily as they watch the well-to-do leave, and many supposedly integrated schools soon return to a state of racial isolation.

Busing, then, is not only disruptive and fraught with costs that are not always offset by the benefits it brings, but often fails to achieve the benefit it promises. It is therefore foolhardy to concentrate on massive school integration, and the promise that busing can produce it, as the chief objective in public education.

Pacific Southwest Regional Office

ANTI-DEFAMATION LEAGUE
Of B'nai B'rith

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National ADL Appeal

November 26, 1971

Dr. Ralph Hornbeck, Superintendent
Pasadena Unified School District
351 Hudson Avenue
Pasadena, California 91109

Dear Ralph:

The lead article in the November 20 issue of the New Republic makes the case that it is "often foolhardy to concentrate on massive school integration, and the promise that busing can produce it as the chief objective in public education." It cites the increasing outspoken opposition to busing and the fact that "numerous whites who can, leave the public school system when confronted with busing." The article claims that the Pasadena School District lost 12.4% of its white pupils in the first year of busing, and another 11.5% in the second.

These figures are at striking odds with the stability you suggested at one of our recent Institute meetings. If they're inaccurate, I would hope you would correct them publicly in the magazine. But if they are indeed correct, perhaps it is important for us to deal with some of the implications of these figures.

I'm attaching for your information a copy of the entire article, in case you missed it, and will be interested in your response in this regard.

With personal regards.

Cordially,

Eleanor V. Blumenberg

ELEANOR BLUMENBERG
Western Director of Education

EB/ml

PASADENA UNIFIED SCHOOL DISTRICT
EDUCATION CENTER
351 SOUTH HUDSON AVENUE
PASADENA, CALIFORNIA 91109

January 14, 1972

RALPH W. HORNBECK
SUPERINTENDENT OF SCHOOLS

TELEPHONES
795-6981 OR 681-6321
AREA CODE 213

Mrs. Eleanor Blumenberg
Western Director of Education
Anti-Defamation League
590 North Vermont Avenue, Suite 217
Los Angeles, California 90004

Dear Mrs. Blumenberg:

Thank you so much for your recent letter, and the article from the New Republic with reference to the loss of Anglo-Caucasian students in the Pasadena Unified School District. Please pardon this tardy response - there has just been too much to do!

Although the figures in the article are technically accurate, the writer has failed to place them in perspective. This, plus the preceding statement "factors other than busing account for part of it" lead the reader to believe that the vast majority of this loss of white students is a result of a "busing program".

One of the things which our opponents like to do is to quote figures representing the loss of Anglo-Caucasian enrollment within the sub-category rather than presenting figures as a part of the total. As you may know, presenting percentages as a part of the total is the method of reporting required by state and national agencies, used by other school districts, and the method always used by our school district. Using this other method of computation makes our figures appear grossly inflated when compared with other percentages.

For example, in October 1970, the number of Anglo-Caucasian students in our school district was 15,647 (53.7%). In October 1971, the number was 13,848 (50.3%). Thus, there was a decline of 3.4% in the percentage of Anglo-Caucasian enrollment as applied to the total enrollment of our school district. Using the sub-category method results in the quoted 11.5% decrease in Anglo-Caucasians, which appears "exaggerated" when compared with statistics of other districts arrived at through the recognized method.

It is of consequence to note that the decline in Anglo-Caucasian enrollment is not a new phenomenon, but has been significant in Pasadena for a decade. For example, the loss 10 years ago from 1961 to 1962, was 2.7%. If one only takes this figure alone, he can see that the majority of decline is obviously not created by any plan which began in 1970!

Factors which speak to this point in greater detail, which I spelled out to our Board of Education in November 1971, include the following:

1. Pasadena has had an increase in minority students and a decrease in Anglo-Caucasian students since 1961, nine years before the Pasadena Plan.

2. Decline in the number of total students and of Anglo-Caucasian students is a phenomenon observable in school districts throughout the country, throughout California, and in this immediate area, is caused chiefly by declining birth rate and other factors, and is typical whether the district is desegregating or not. In fact, two school districts in the San Gabriel Valley area lost a higher percentage of its Anglo-Caucasian students from 1970 to 1971 than Pasadena did. Neither district is involved in desegregation by bussing. The majority of urban districts in this state had decreasing enrollments averaging from 3% to 5% (Pasadena's was 5.5%).

3. Surveys of the reasons people have moved from this area reveal a variety of reasons: company transfers, families moving closer to jobs, people moving up (or down) in housing needs, economic problems such as loss of job (Pasadena in particular has been hurt by cutbacks in aerospace industry), and smog, in addition to "schools and bussing".

Reasoning that "Pasadena has desegregated; Pasadena has lost 'x' students; therefore Pasadena has lost 'x' students because of desegregation" is fallacious reasoning because it does not take into account such additional factors as those cited above. Obviously we have lost students because of the apprehension of some over desegregation but study of the facts shows that this loss is a small percentage of the total.

Perhaps the most significant statistics of all are these:

1) The decrease of total students was less from 1970 to 1971 than from 1969 to 1970.

2) The decrease of Anglo-Caucasian students was less from 1970 to 1971 than from 1969 to 1970.

3) The increase of black students was less from 1970 to 1971 than from 1969 to 1970.

In other words, while many nearby school districts were posting their most severe student losses in history, the trend in Pasadena decelerated for the first time in years!

I have sent a letter to the New Republic calling their attention to these facts. Best personal regards.

Sincerely,

Ralph

Ralph W. Hornbeck
Superintendent of Schools

RWH d
cc Mr. Peter Hagen

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University of California, Riverside 92502

"A MESSAGE OF HOPE"
"THE BEGINNING OF THE NEW HUMAN UNDERSTANDING"

Under the chairmanship of Senator Walter Mondale, the Select Committee on Equal Educational Opportunity holds hearings and takes testimony from individuals involved in some aspect of school desegregation. Much of what is actually happening across the country in desegregation and integration eventually comes under the scrutiny of this committee. The Congress is informed of these events through the periodic publication of the "Hearings."

In August, 1971, Dr. David H. Porter, Superintendent, Harrisburg Public School District, appeared before the committee and submitted the following statement about school desegregation in Harrisburg, Pennsylvania. It may have significance to other school districts that find themselves today where Harrisburg was in 1969.

Of special interest is the fact that Dr. Porter was able to offer only subjective information about the Harrisburg experience with desegregation and still was definitively convinced of the positive results. The amount of this kind of evidence is begining to accumulate. Trained, sensitive educators are saying in increasing numbers, 'it is too early to document it, but I know that what is happening is good for all groups and for education generally.'

-Kathleen Siggers, Editor

STATEMENT OF DR. DAVID H. PORTER, SUPERINTENDENT, HARRISBURG PUBLIC SCHOOL DISTRICT; ACCOMPANIED BY DR. HUMAN HAFFNER, DEPUTY SUPERINTENDENT OF PROGRAM IMPLEMENTATION; BENJAMIN TURNER, DEPUTY SUPERINTENDENT FOR PLANNING; SAMUEL A. EVANS, DEPUTY SUPERINTENDENT FOR BUSINESS; BENJAMIN LOWENGARD, VICE PRESIDENT, BOARD OF SCHOOL DIRECTORS, CHAIRMAN, FINANCE COMMITTEE OF THE BOARD*

DR. PORTER: I certainly want to recognize the monumental work of

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*Exerpted from: Hearings before the Select Committee on Equal Educational Opportunity of the United States Senate, Ninety-second Congress, First Session on Equal Educational Opportunity. Part 14--State Role in School Desegregation: Pennsylvania; Washington, D.C., August 4, 1971. U.S. Government Printing Office Washington: 1971.

Senator Schweiker in the area of public education. To the distinguished Senator from Pennsylvania, we want to express our appreciation as educators for the fine work you have performed during your long career in Congress.

With that, I know I am speaking to gentlemen that are very much interested in some of our experiences, our hopes, and our desires.

For the record, I would like to say that the school district of the city of Harrisburg is extremely pleased with this opportunity to appear before the Senate Select Committee on Equal Educational Opportunity.

We bring you today not so much a message of total success but a message of hope. We bring you not the end of racism and bigotry but the beginning of the new human understanding. We bring you the story of 12,000 pupils who are going to have a better chance in life.

If we had been called to Washington 2 years ago, we would have given you a dramatic outline of a de facto segregation in a northern urban school system that was surely dying.

The interesting thing about any testimony we might have given at that time is that we probably would have used all the glowing words available to describe our schools.

We probably would not have admitted to any failure because we probably would not have recognized it.

It's strange the way a school system can die before your very eyes as you mistake the death rattle for the sound of children learning.[1]

NEIGHBORHOOD SCHOOLS AND SEGREGATION

DR. PORTER: You can readily see that by mandating student attendance at these neighborhood schools we were providing for segregation. We unknowingly were providing that another generation of children would grow into a "class consciousness" that already was destroying the ability for Americans to get along with one another.

The map indicates a section of the school district that included five elementary schools which had school enrollments of from 88 to 99 percent black during the 1969-70 school year.

These are the facts about the social composition of these schools and how they were changed by reorganization:

Benjamin Franklin School had a 97-percent black enrollment. Our

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1. The following ten lines which refer to a map of the city and placement of ethnic population concentrations are deleted. Request to delete was approved by Senator Mondale.

proposal was that the reorganization would provide a 56-percent black enrollment at Franklin. We achieved a 58-percent figure.

Downey School had 99-percent black enrollment. We proposed that it be cut to 58 percent and achieved that figure.

Hamilton School also had a 99-percent black enrollment. However, we were only able to achieve a 64-percent black population in this instance.

Lincoln School had an 88-percent black enrollment and we were able to move that to 62 percent.

Woodward School had a 95-percent black enrollment and that was altered to a 62-percent figure.

Racial imbalance in varying degrees existed in all but two of our 18 school buildings.

The situation that was being imposed upon the school district by housing patterns and social practices was promoting de facto segregation.

Over the years certain schools in our city had developed, rightly or wrongly, reputations of being "good" or "bad" schools.

Teachers and administrators demanded assignments to the "good" schools and many quit rather than be relegated to the "bad."

Years of demands like these helped make sure the claim that some of our schools were indeed "bad" and were getting worse.

The cycle had to be broken.

Therefore, the mandate from the Senate Human Relations Commission to eliminate de facto segregation, though castigated by many, may well have been precisely the right thing at the right time. Not only did it wake us up to our responsibilities in race relations but it made us aware of the educational and administrative flaws that were permeating our entire system.

While the school board was investigating the implications of the Human Relations Commission mandate it became apparent that the district was not fulfilling its responsibilities in developing and delivering modern educational programs.

We were attempting to run "business as usual" in very "unusual" times.

TOTAL REORGANIZATION

We decided to reorganize totally the school system, not only to provide racial balance but to be able to better deliver quality education.

Our plan called for the reassignment of teachers and students in racially balanced proportions to a new system of grade levels.

Prior to reorganization our system was divided into three grade levels. Kindergarten for 5-year-olds through grade six were included in elementary schools. Grades seven, eight, and nine were in two junior high schools and grades 10, 11, 12 were in the two senior high schools.

The reorganization plan we adopted called for a full-scale program of voluntary kindergarten for 4-year-old children to be included in the new "early childhood centers" along with 5-year-old kindergarten and grades one and two.

Elementary schools now consist of grades three, four, and five. The new "middle school" concept encompassed grades six, seven, and eight and two senior high schools were made up of the top four grades.

We had discovered that there was no possible way to achieve racial balance in our schools and classrooms without an extensive program of busing. We searched and searched for some other way. The quest was in vain.

Therefore the gigantic task of racially balancing the schools and classrooms by mere assignment became larger still when we were faced with the problem of getting the children to and from school.

Busing. It's an expensive word that many people can't relate to quality education.

Suburban and rural school districts all over America bus students back and forth to school and very few complaints are heard. Bus students to achieve racial balance and often the accompanying roar is from human throats and not internal combustion engines.

We had to bus students and we knew it. There was no other way.

Therefore we had two major items in front of us: Where to assign the child; whether the child would walk or ride to school.

USE OF COMPUTER

Whether the child would walk or ride to school.

Throughout the early summer months information regarding a student's achievement level, race, sex, and economic status was fed into a computer. After several false starts, the button was pushed that gave us individual student assignments for schools buildings and classrooms.

Each student assignment was reviewed by the district office and minor adjustments were made so that brothers and sisters in the same grade level would not be separated.

Calculations with regard to distance from home to school then determined which children would ride buses and which would walk.

We had budgeted transportation funds which would provide bus schedules for the State mandated minimum distances. We soon discovered through that those minimums were devised by legislators who were thinking only in terms of rural or suburban districts. We had to alter drastically our bus schedule to meet the safety needs of an urban environment and when we did we found no State or Federal dollars to help pay for the service.

COST OF REORGANIZATION

The biggest problem we have experienced with the reorganization of the Harrisburg schools is "unanticipated cost." Even if it could have been "anticipated" the "cost" itself is problem enough.

The expense for busing last year was projected between $250,000 and $300,000. This would have been more than double the transportation cost of the prior year.

After altering our transportation system for all the nonmandated but necessary safety precautions we spent more than $450,000 on our bus program last year. Our expenditures for the coming year are projected at $515,000.

Two years ago there was no budget category designated as "security" --but last year we spent $41,000 in that area. Next year the cost is expected to be $65,000.

Two years ago we were conducting minor experimental elementary school lunch programs. Reorganization forced a full-scale lunch program for elementary and early childhood centers that cost $123,000 and next year will cost $127,000.

Costs of extensive "inservice" training for our professional staff must be considered a part of reorganization. Teachers had to be trained in what to expect in the way of behavior patterns of both students and teachers and how students were affected by teacher response. We had to retrain teachers in new classroom techniques to avoid resegregation within the classroom.

New curriculum materials are desperately needed but we have been forced to cut back in this extremely vital area. We just don't have the money.

Here are $250,000 worth of curriculum needs that cannot be met because they are not in the budget. We have had computer rental charges that are running at about $40,000 a year.

Add to these increased costs for reorganization the fact that the Harrisburg schools are experiencing a diminishing return from existing local and State Taxes and th economic burden becomes a back-breaker.

For the fiscal year that began on July 1, we cut back spending by more than $220,000. We did it by eliminating very desirable elements of a quality educational program and budgeted for only the items that

are necessary to open the doors of the system on September 8.

Even with those austerity measures the district was forced to raise real estate taxes by 2 1/4 mills and levy a new $15 flat tax on every adult resident of Harrisburg.

The reason for the need to raise taxes while cutting back spending was the fact that the district had started the previous fiscal year with a surplus of more than $700,000 which had been gobbled up by these "anticipated" and "unanticipated" costs.

NEED OF ADDITIONAL FINANCIAL SUPPORT

The requirements of Federal agencies for the elimination of segregation so that a district may continue eligibility for Federal programs and the mandate for desegregation from the State Human Relations Commission place heavy financial burdens upon any school district with no promise of additional State or local support.

Our point is not that the requirements are outrageous and therefore others should help pay the bill. Frankly we think the requirements are morally, constitutionally and educationally right and good. However, the dollar cost of meeting these requirements is a responsibility that must be shared by every level of government.

So that this committee not be misled into a belief that we are turning solely to the Federal Government for relief, I would like to point out that we are taking our story to the highest echelons of State government.

The fate of State subsidies for local school districts is at this very moment being debated in the Pennsylvania Legislature. And while we were very heartened on our trip down here we were certainly discouraged by the headlines in our own paper that our own State legislature is still at a stalemate in a subsidy to come to our schools, leaving an unknown quantity as to how we are to progress and plan.

There were other distressing headlines mentioned by the committee chairman a little earlier in this hearing this morning. This one critical item has delayed the enactment of a State budget for the current fiscal year.

We need help. We need it badly. If we are going to see a rekindling of pride and enthusiasm for the American way of life, we have got to make education work. We have got to attack the problem in the cities and we have got to start now.

Hopefully we are not too late.

MEASURES OF ACCOMPLISHMENT

Someone here or elsewhere will demand of me as they have in the past --"Prove it. Prove that educational achievement in the Harrisburg schools is greater now than it was 2 years ago."

That is impossible. It will be impossible to make statistically accurate comparisons for at least another 4 years.

Then, how do we know it's working and what evidence do we have that we're not driving people from our city?

We know that the system is not driving people from our city because of this one impressive point:

The district's kindergarten program for 4-year-old children is strictly voluntary. It was started as an experimental program 2 years ago.

Three hundred and eighty-five children were enrolled in that first year of a program of education that involved total racial balance and busing. Last year the program nearly doubled to an enrollment of 717. The preschool registration for this fall indicated that 968 4-year-old children will be participating in a voluntary, racially balanced educational program.

If anything it looks like our school population may experience some increase in the next few years.

Of course, there is some flight to the suburbs by white families, but the outmigration is nowhere near what opponents of reorganization predicted or even what supporters expected.

The racial composition of the kindergarten program for 4-year-olds for the upcoming September term shows that for the first time in years, we will have more white children entering the program than black. The actual registrations for this fall indicate that, of the 968 students expected in this voluntary program, there will be 50.5 percent white students.

We know that the system is working because we live with it every day.

We have seen the lid about to blow off two junior high schools and have seen the change in students and administrators as we moved to the middle school concept.

There are still problems with student control and discipline but now the answers are within our grasp.

You had to witness firsthand the fact that 2 years ago students and teachers were merely accepting a certain methodical, dullness about education. Students went to school not really to learn and teachers not really to teach. It was merely a place you were supposed to be for 5 days of a week.

The change has been dramatic.

Walk into an early childhood center or an elementary school and

look at the faces, hear the sounds, watch the kids at work and play.

You can't show it on paper yet, but down inside you know it's working.

Ask me why I think we have had success and I'll point to nine men and women who sit on the board of the Harrisburg City schools.

I believe that any school district that engages in posturing through the courts or news media to gain temporary public popularity is merely asking for trouble.

Demagogues will slam the door to public education on children of all races.

Public support for education begins in the boardroom.

I thank God that Harrisburg school board had the men and women who realized that fact.

We certainly thank you for the opportunity to bring this to your attention this morning.

SENATOR MONDALE: Thank you very much.

Senator Schweiker.

SENATOR SCHWEIKER: Thank you, Mr. Chairman.

I certainly was quite interested in your statement. I think it dramatically shows a very hopeful story.

TRANSPORTATION COSTS

I would like to ask a couple of questions. On page 6 of your testimony, Dr. Porter, you said that you had to make some alterations in your busing schedule for safety factors?

DR. PORTER: Yes.

SENATOR SCHWEIKER: And with that your cost went up to about $450,000. This compared with what prior to your reorganization of schools? In other words that was the level of busing cost before your reorganization plan?

DR. PORTER: Mr. Evans, do you want to address yourself to that?

MR. EVANS: You will find that on the final page of the report showing $124,000 versus $453,000.

SENATOR SCHWEIKER: I see. You have a table here, $124,000 to $514,000 for the coming year.

MR. EVANS: May I call your attention to the monitors for 1969-70.

This was the safety factor you spoke about for the monitors on the buses, monitors are those adults that are assigned to each bus for safety control. One bus has one monitor that is more or less a supervisor on that bus for the safety of those children.

MR. TURNER: Senator, rather than try to provide just minimal convenience and comfort, we felt that it was necessary for every bus to have a supervisor whose primary purpose would be to watch and supervise children. We felt that a bus driver keeping his eye on the road could not do both, so in order to assure our children maximum safety we provided monitors.

SENATOR SCHWEIKER. I see that that particular item has decreased for the coming year. What would be the reason for that?

MR. EVANS: What we tried to do for this coming year was to involve some of the bus monitors as teachers aids. As a result we could reduce that cost.

SENATOR SCHWEIKER: Making double use of some of your personnel?

MR. EVANS: That is correct.

DR. PORTER: In many typical rural areas the custodial staff doubles as bus drivers.

SECURITY PROGRAM

SENATOR SCHWEIKER: Two years ago you had no budget category for security. Last year we spent $41,000 this year $65,000. I wonder if you would describe the nature of it and what they are doing under this category.

MR. EVANS: These are monitors in our schools, monitors in the lavatory facilities and things such as this; the monitors and safety people around and in some of our schools.

SENATOR SCHWEIKER: Now, you are not talking about busing, you are talking buildings. How is that program working out?

MR. EVANS: Very well.

DR. PORTER: I think that deserves a little more interpretation at this point. As you go from what had been supposedly a normal situation to where you bring about his emotional change, we have learned from some of the experiences in other districts that we should attempt to prevent problems rather than wait until they developed and perhaps got out of hand. We hope someday that this item will be eliminated as people get adjusted to living in these situations.

SENATOR SCHWEIKER: You felt a changeover was a necessity?

DR. PORTER: Yes. We certainly want the people in your capacity as you study these problems to see, as those of us see, that there are some

requirements necessary as you make these changes.

PUBLIC ACCEPTANCE

SENATOR SCHWEIKER: Mr. Lowengard, as a school board member, could you give us a picture how you feel the public has accepted the problems that remain in this program?

I know we have had some racial strife in Harrisburg and I think you might relate it to this problem.

MR. LOWENGARD: I don't want to sound like the chamber of commerce. I would say as far as racial strife within our school, I would state it certainly lessened. Whether that is because of busing or because we started the middle school I cannot say. I think the incident you refer to was 2 or 3 years ago at the high school.

SENATOR SCHWEIKER: That was prior to this program?

MR. LOWENGARD: That was prior to this. So I would say we really have had much less. As to how the public feels about it, I don't think it has changed anybody overnight, but I think it has been well received, and I would say while it is well received, I think it has been a help that the school board, the leadership at the top, was for this thing.

We were not going in and fighting the Human Relations Commission saying, "No, you drag us into court and then we will see what we do." I think positive actions is a help. Maybe this is a digression, but if we got a positive push federally from people in authority, it would help us down at the local level.

If the man in the street looks to State and Federal leaders and they say this is the thing to do, it is going to help us.

The one thing I would say what they don't like is this factor of cost. You know, they say, you are paying $500,000 for busing and it's causing taxes to go up.

SENATOR SCHWEIKER: What is your total budget now, $500,000 would represent what?

MR. EVANS: About one-twenty-eighth.

MR. LOWENGARD: This is the hard part to sell, that busing is a part of quality education. You have to believe it. People say, well, if we didn't spend this $500,000 you could get a new textbook or something like that.

SENATOR SCHWEIKER: You feel, too, that racial tensions have markedly decreased since you have engaged in the new reorganization structure? I am talking about schools now.

MR. LOWENGARD: Well, they haven't increased.

DR. PORTER: I think there is a very important point that we want to make to you, Senator. An urban community is naturally an established one and new requirements are more difficult to meet.

Cities have been the base of large groups of people for a long time so that any changes affect long established situations.

BUSING PROGRAM

SENATOR SCHWEIKER: What would be the longest that a pupil would have to ride on a bus?

MR. EVANS: Fifteen minutes.

SENATOR SCHWEIKER: And if you were to bus from one--and I don't know your busing pattern--but I think the committee ought to understand a little bit of the geography of Harrisburg because it is fairly well consolidated. If you were to bus from one end of Harrisburg to the other, it would be about how long a trip?

MR. EVANS: Time, 15 to 20 minutes. Harrisburg is about 5.47 square miles.

DR. PORTER: I think we can leave a very dramatic picture with you. It would be like asking 4-year-old children in the city of Washington to go to another building. Harrisburg being a capital city, we haven't the size but we have the problem of children trying to cross traffic lanes that are very dangerous. We are smaller in size but have the traffic problem of massive amounts of people coming into a capital city.

Mr. Evans, would you just give them the distances for busing which we assign our children. I am sure our parents would not be as happy if we exposed children to not only a change in school assignment but were not extra careful about the security of the children.

MR. EVANS: We at the present time bus all the K-4 students. A child that lives three-quarters of a mile away from elementary school and 5-year-old kindergarten is bused to school.

SENATOR SCHWEIKER: You would have a comparison figure as to what your average busing time is before you set it up this way and what it was before?

MR. EVANS: I am sorry, I do not.

SENATOR SCHWEIKER: Those are all the questions I have.

SENATOR MONDALE: Thank you, Senator.

DR. PORTER: Senator Mondale, you may want to know that we made a second move in the city of Harrisburg just this year. This year we found it necessary economically and in keeping with the integration program to merge our two senior high schools. We now have one building that will be for grades 9 and 10 where all the children of the city go to that building and grades 11 and 12 to the other. We did that with a most remarkable

adjustment accepted by parents, students and all other interested people. We are as close as anybody to the experts in the Pennsylvania Department of Education and they have assisted us wherever and whenever it has been possible. However, there are areas where they have no assistance to give. The major area is in funding.

SENATOR MONDALE: You say you have had little white flight. You are into the second year of that program?

DR. PORTER: There appears to be at this early concept of 4-year-old kindergarten evidence that contradicts what had been the forecast. For the first time we are seeing there are as many whites as blacks.

ACADEMIC ACHIEVEMENT

SENATOR MONDALE: You indicated that it is too early to have data on achievement but what is your professional judgment? Do you feel that there has been improvement in achievement levels?

DR. PORTER: Yes; that is my professional judgment. I would want that supported by two of our other experts here, both Mr. Turner and Dr. Haffner who perhaps can give it further support——

DR. HAFFNER: Our statement with regard to the 4-year span relates to the fact that K-4 commenced last September. We would like to make an indepth longitudinal study with regard to this particular group so that we can have material which is above reproach. We can make comparisons statistically from year to year as we do achievement testing and we have found no appreciable decrease in the learning of any children and no significant increases. There has been about the same at this point if one takes a year's study which I think is invalid in the first place. But a longitudinal study I think will provide us with the kinds of information we are seeking with regard to achievement. We have also taken some significant steps in not only the organization of the school structure but the entire curriculum input of the staff resulting from these orders which Dr. Porter mentioned previously. This is a result of work which began last year by curriculum task forces from within the district and this is their first go around. They will be reactivated come September because we intend to continue this intensive study of our educational program.

SENATOR MONDALE: So at this point you don't have data which would suggest either an improvement or a deterioration on the basic skill comprehension——

MR. TURNER: At this point we will have to give you a qualified "no" but it is a qualified "no" in terms of an expectation. We have made some preliminary runs and we are getting into the whole business of measuring and pre- and post-testing in the general areas. I would suggest that at the end of this year we will be able to have a significant amount in our data bank to back up the feeling that we have that educational accomplishment improves and this will be at all of the levels. In other words, I am almost extending an invitation for a kind of a thorough program audit because I think we can back this up.

FACTORS IN IMPROVEMENT

SENATOR MONDALE: What would be causing the improvement, if you have the same teachers and school systems?

MR. TURNER: A number of factors are involved. Obviously you have to plan for a qualitative change as well as a quantitative change so the fact that Dr. Haffner has involved over half of the teaching staff in curriculum development and building--the staff development programs that he has developed, the reorganization of curriculum--these things contribute. There has been some help from the Federal Government and I think that we would be remiss not to mention it in terms of the Emergency School Act. This help came in a rather limited fashion but it did give us seed money to draw our attention to certain areas based on the learning styles of children and therefore the teaching strategies that should be applied against them. We think that if this seed money can be further nurtured we will get a leg up on this problem of achievement that can be measured, demonstrated, and then submitted for the record.

SENATOR MONDALE: How much money did Harrisburg school system get under——

MR. TURNER: $50,000 and a backup guarantee of an additional 25.

SENATOR MONDALE: What was that money principally use for?

MR. TURNER: To take a good look at the concept of the middle school which was one of the innovations. Really, it gave us an idea that if we took enough money and paid enough attention to just what the children who go to middle schools are like, that we would be able to learn something from this. It is kind of a laboratory thing and based on what we would develop our teaching strategies. The second and third components were: An elementary classroom management experience whereby we involve a number of key teachers at the elementary level to take a look at the learning styles of children and develop strategies to help teachers. The other was a student leadership cadre at the secondary level where we took student leaders and brought them together to work on the problems of desegregation and what the schools and school behavior should be like.

DR. PORTER: I may want to interpret the question just a little differently. None of our schools are the same. The staff is not the same and the students are not the same. We didn't take pairing of schools because if you do that you stay too close to the social-economic areas. So we identified our children according to academic achievement, according to race, according to sex and social-economic status. Now all buildings have a composition of a typical cross section of the city. You have to have it in a computer because you cannot do this with manpower alone. Certain buildings had developed into imagination pictures and maybe real pictures where no teachers wanted to teach there. You had all your experienced teachers in select buildings. So teachers the same way: 700 teachers were put into a computer according to race, sex, experience, training, so that each building now has to take its fair share of the responsibility of training new teachers and no one building has all the experience and the inexperience and so I think you have to

see there was a dramatic change both on student body and on teachers in terms of bringing about a whole new school system.

PRESIDENT'S STATEMENT ON BUSING

SENATOR MONDALE: Do you have a view point on the President's statement yesterday that we should keep busing to the minimum and that he would seek to amend the Emergency School Aid Act to prohibit any funds for busing?

DR. PORTER: Naturally I interpreted that with a bit of emotion because I respect the leadership that we have, both on the State and national level. I think when we can dramatically show you that these neighborhood schools in here where elementary children live and eat and sleep, and they are 99 and up in the high percentages of black, and over here are where the schools are that black children must go to if they are going to be in an integrated society--and you can't walk them. The only thing you can do is bus them. So that busing is always the lowest on our priority list of the things we look to do, but it becomes high on the priority when you carry out the principles of what we are engaged in in American today, trying to make a society that can live together. If there is a way of working out these problems without busing I would be glad to have anybody from HEW or any group come in and assist us in Harrisburg and eliminate that busing. That money would then go back to pay for other important educational needs. Until either the Federal Government or the State government gives us extra money for transportation per se we are going to be in trouble.

We have tried to show without laboring the point that locally we are putting forth every effort that is humanly possible to put forth in Harrisburg. We are using all the tax revenue possibilities that our State Legislature gives us. Our tax millage on real estate is comparable to any of the highest in our suburban areas, meaning that we are putting forth a local effort as best we can. I wouldn't want it to be that I am criticizing the leader of the United States, but I am saying that if there is a better way of doing it we would like to have the solution from the people who say they can do it.

MR. LOWENGARD: I can't understand how if you go to every community in the Unifed States with a black population--the same as Harrisburg does--it is impossible to do it without busing. So then you wonder whether the persons who are always against busing--are they truly putting the high priority on the integration of the schools?

SENATOR MONDALE: I don't believe the President opposes support for traditional busing, as I read his statement.

MR. LOWENGARD: It is busing for integration.

MR. LONG: You can't integrate without busing, that I can say.

SENATOR MONDALE: Thank you very much.

SENATOR SCHWEIKER: No more questions.

It has been very helpful.

DR. PORTER: Thank you. You have been very patient.

SENATOR MONDALE: Our final witness this morning is Dr. Harry Faulk, superintendent of the McKeesport area schools.

SENATOR SCHWEIKER: This seems to be an all-Pennsylvania day and I welcome Dr. Faulk very much. I know we look forward to hearing his experience and his practical views on the problems in his area.

intergroup
University of California. Riverside 92502

WHITE PLAINS PUBLIC SCHOOLS REPORT

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White Plains, N.Y. -- Closing the Gap

Complete integration of the city schools in White Plains, New York, is helping Negro pupils close the traditional gap between their academic achievement and the academic achievement of middle class white pupils, a six-year study released here today indicates.

Progress in Reading and Arithmetic

The nation's first six-year longitudinal study of elementary grade pupils' achievement and progress in reading and arithmetic -- before and after school integration also demonstrates that:

Negro pupils who have attended integrated schools since first grade are making better grades than Negro pupils who were in third grade when the school system was integrated.

And both of these Negro groups are doing better than did Negro children who spent kindergarden through sixth grade in segregated schools before the 1964 citywide integration.

White youngsters are doing as well as, or better than, comparable groups of white children did in all-white neighborhood schools before the 1964 citywide integration.

There has been no flight from the public schools by middle class white families as a result of school integration.

De Facto Segregation Eliminated

White Plains (K-12 enrollment of 8,700) was the first city school system to abolish de-facto segregation by setting minimum and maximum Negro enrollment

quotas for every school building.

Under the Racial Balance Resolution unanimously adopted by the five-member Board of Education in April, 1964, no school building in the city is permitted to have less than approximately 10 per cent Negro enrollment nor more than approximately 30 per cent Negro enrollment.

To achieve citywide integration in September, 1964, Superintendent of Schools Carroll F. Johnson and the Board closed one predominantly Negro center city elementary school, changed attendance zones for the other 10 elementary schools and the three junior high schools, and instituted school bus service, transporting center city Negro pupils to previously all or mostly white elementary schools in outlying residential sections of the city. Attendance zones are revised annually to insure that the prescribed balance is maintained. The senior high, for grades 10-12, has been integrated all along, being the only senior high in the city.

(The city, county seat of Westchester County, has a population of 55,000 and a median family income of $8,200. Twenty-six per cent of White Plains households, however, have incomes below $5,000 and 14.5 per cent of the households have incomes below $3,000. Most of these families live in the center city and most are Negro. Of the 4,600 elementary pupils in the public schools, 18.6 per cent are Negro; 17.3 per cent of the 2,000 junior high pupils are Negro and 12.4 per cent of the 2,200 senior high pupils are Negro.)

Evaluation

To study the performance of children before and after integration, Study Director Marian F. Graves focused on the elementary schools, which bore the main impact of integration.

Results of Stanford Achievement tests in reading and arithmetic, given annually in the elementary grades, were examined to see how comparable groups of white children performed before and after integration, and to determine how comparable groups of Negro pupils performed before and after the 1964 integration.

The white and Negro pre-integration control groups were pupils who were in third grade in 1960. Their third and fifth grade reading and arithmetic percentile rankings were compared with the third and fifth grade reading and arithmetic percentile rankings of the post-integration group, the white and Negro children who were in third grade in 1964 when the schools were integrated.

White Children Show Gains

The results show that white children not only have not been harmed by integration, but are making better grades on most of the tests than did the 1960 white control group -- children who attended all-white schools from first through sixth grades:

The post-integration white group's median was significantly higher (five or more percentile points) on paragraph meaning and arithmetic computation tests in third and fifth grade than was the median of the pre-integration control group. The post-integration white group's median on arithmetic reasoning was the same in third grade and 10 percentile points higher in fifth grade than the arithmetic reasoning median for white children who had attended only all-white schools. On word meaning tests, the post-integration white group's median was at the 95th percentile nationally in third grade and at the 90th percentile nationally in fifth grade. The median for the pre-integration white children was at the 88th percentile nationally in the third grade and at the 90th percentile nationally in fifth grade.

Negro Children Show Gains

Negro children who have attended integrated schools since they were in first grade are doing significantly better than either the Negro children who were in third grade when integration started or the Negro children who were in a segregated school from first through sixth grades, the report released today by the Superintendent and the Board shows.

The always-integrated Negro group's median on paragraph meaning in third grade was at the national median -- 50 percentile -- whereas the median for Negro youngsters who were third graders the year integration started was only at the 35th percentile nationally.

On word meaning, the always-integrated Negro pupils had a median at the 55th percentile, five points above the national percentile and five points above the Negro children who were in third grade when integration started.

In arithmetic reasoning the always-integrated Negro pupils also had a five-point higher median than the Negro children who were in third grade when integration started. Medians for the two groups on arithmetic computation were the same, at the 35th percentile nationally.

Greatest Gains Where Integration Starts Early

But the Negro pupils who were in third grade when integration started are doing significantly better than Negro pupils who spent grades one through six in a segregated school: Between third and fifth grade 45 per cent of the group made at least two years' progress in one or more of the four test areas--word and paragraph meaning, arithmetic computation and reasoning. In contrast, only 25 per cent of the always-segregated Negro children made that much progress between third and fifth grades.

"Many Negro children seem to be keeping up now in one or more areas," says the report. "As they go on in school, the difference between their achievement and their placement may become narrower rather than greater, as was the pattern for most center city children in the past."